

OPEN MEETING

MEMORANDUM

TO: THE COMMISSION

FROM: Utilities Division

DATE: April 18, 2023

RE: IN THE MATTER OF THE APPLICATION OF TUCSON ELECTRIC POWER

COMPANY FOR THE ESTABLISHMENT OF JUST AND REASONABLE RATES AND CHARGES DESIGNED TO REALIZE A REASONABLE RATE OF RETURN ON THE FAIR VALUE OF THE PROPERTIES OF TUCSON ELECTRIC POWER COMPANY DEVOTED TO ITS OPERATIONS THROUGHOUT THE STATE OF ARIZONA AND FOR RELATED

APPROVALS. (DOCKET NO. E-01933A-19-0028)

SUBJECT: REQUEST FOR APPROVAL OF TUCSON ELECTRIC POWER COMPANY'S

PPFAC RATE ADJUSTMENT

INTRODUCTION

Enclosed are the Commission Staff's memorandum and proposed order pertaining to the Request for Approval of Tucson Electric Power Company's PPFAC Rate Adjustment (Docket No E-01933A-19-0028). This is only a Staff recommendation to the Commission; it has not yet become an order of the Commission. The Commission may decide to accept, amend or reject Staff's proposed order.

You may file comments to the recommendation(s) of the proposed order by efiling at https://efiling.azcc.gov/ or filing an original and the appropriate number of copies in accordance with the Filing Requirements available at http://azcc.gov/hearing/docket-control-center-filing-requirements, with the Commission's Docket Control on or before: April 28, 2023.

This matter may be scheduled for Commission deliberation at its Open Meeting scheduled May 2, 2023.

If you have any questions about this matter, please contact Ryan Kern of our Staff at (602) 364-1794, or Elijah Abinah, Director, at (602) 542-6935.

BACKGROUND

On January 31, 2023, Tucson Electric Power Company ("TEP" or "Company") filed its updated calculations and a request for authorization for a Purchased Power and Fuel Adjustment Clause ("PPFAC") rate adjustment in accordance with the PPFAC Plan of Administration ("POA"). The current PPFAC rate, approved in Decision No. 78551, dated April 28, 2022, is

\$0.008137 per kilowatt-hour ("kWh"). The Company is proposing to set the PPFAC rate at \$0.024502 per kWh for the period of April 1, 2023, through March 31, 2024. TEP's overall PPFAC bank balance is currently estimated to reach about \$148 million in under-collections by March 31, 2023.

The PPFAC rate is comprised of a Forward Component and a True-up Component. The Forward Component consists of the forecasted fuel and purchased power costs for the year in which a given PPFAC rate is in effect, usually commencing on April 1 and ending on March 31 of the following year, less the average base rate of \$0.029053 per kWh approved in Decision No. 77856. The True-up Component is a reconciliation of any over- or under-recovered amounts from the preceding PPFAC year to be credited to, or recovered from, customers in the following PPFAC year.

TEP's application explains that a number of external factors contributed to the magnitude of the Company's PPFAC costs which are sought to be recovered in the current application. The Company notes that continuing cost trends alongside challenges related to power procurement contributed to the roughly \$104 million projected in the Forward Component Tracking Account Balance as of March 31, 2023. TEP estimates that \$55 million of the Balance is attributable to setting the 2022-2023 PPFAC Forward Component rate to zero in Decision No. 78551.

The Company also identifies other factors that affected TEP's fuel and purchased power costs contributing to the \$148 million of under-collected costs. Those factors include:

- Wholesale power and natural gas markets have both experienced average price increases of approximately 300 percent since 2019.
- The prolonged drought within the Desert Southwest have led to historically low water levels in Lakes Powell and Mead, which jeopardizes the hydroelectric generation supported by both. The drought now threatens the availability of 1,300 MW of dispatchable hydro generation at Glen Canyon.
- Delays in coal deliveries, which were faced by many utilities in the U.S. during the second half of 2022 due to rail labor issues, forced TEP to curtail operations of coal-fired power plants and pay higher replacement power costs in order to conserve coal inventories to meet summer peak demand in 2023.
- Widespread supply chain disruptions as well as tariff disputes, mineral commodity
 price increases, and interconnection queue backlogs created delays in the
 development and construction of new generation projects that are needed for grid
 reliability.
- The current bank balance will accrue interest at a rate of 4.7 percent which will add \$3.5 million to next year's PPFAC recovery based on current interest rates; however, this amount is subject to change depending on TEP's actual PPFAC recovery over the next 12 months.

STAFF ANALYSIS AND RECOMMENDATIONS

As of March 31, 2022, TEP had approximately a \$108 million under-collected PPFAC balance. The True-up Component of \$0.008137 per kWh approved in Decision No. 78551 was intended to recover that under-collected balance over 18-months. In this application, TEP has approximately \$44.1 million in under-collections, combined with the estimated Forward Component costs of approximately \$104 million, from April 1, 2022, through March 31, 2023, which results in the current estimation of \$148 million for the total balance to be recovered during the April 1, 2023, through March 31, 2024, PPFAC Annual Rate period.

Description	Amount
Forward Component rate tracking account April 1, 2022-March 31, 2023.	\$103.95 million
Remaining under-collected balance within True-up account at end of 2022-2023 implementation period.	\$44.1 million
Total Under-collection of PPFAC – Shifted Costs	\$148.05 million

Staff estimates that, depending upon the swiftness of the current balance's recovery associated with the scenarios presented in TEP's application, the True Up balance could incur more than \$4.5 million in interest should the recovery of the approximately \$148 million be prolonged.

2023 Purchased Power and Fuel Adjustment Clause Rate Calculation

The current and proposed PPFAC component rates are shown in the table below.

PPFAC Rate Calculation	Current Rate (4/1/22)	Proposed Rate (4/1/23)	Change
Forward Component Rate	\$0.00000	\$0.07490	\$0.07490
True-up Component Rate	\$0.008137	\$0.017012	\$0.008875
PPFAC Rate	\$0.008137	\$0.024502	\$0.016365

According to TEP, the proposed PPFAC rate would increase an average residential bill by approximately \$13.11, or 10.8 percent, beyond the impact of the current PPFAC rate, which is approximately \$6.36, or 5.1 percent. The proposed \$13.11 per month bill impact represents recovery of the current under-collected balance over a 12-month period.

The Company provided Staff with six additional options for the True-up component to help mitigate the bill impact for its customers. These options would provide recovery of the current under-collected balance over 13, 14, 15, 16, 17 and 18 months. Staff also estimated the rates and bill impacts of an additional 24-month recovery scenario. It is important to note that the PPFAC rate and associated bill impact calculations would not address the additional interest that would continue to accrue. The bill impacts, in addition to the current PPFAC rate, PPFAC rate

components, and total true-up collection scenarios for 12 through 24-month, including winter and summer rate scenarios, are summarized in the tables below:

True-Up Balance Recovery Period	Avg. Estimated Residential Monthly Bill Impact		
12 Months (POA)	\$13.11		
13 Months	\$12.07		
14 Months	\$11.17		
15 Months	\$10.39		
16 Months	\$9.71		
17 Months	\$9.11		
18 Months	\$8.57		
24 Months (Staff Estimate)	\$7.28		

Recovery Period	Forward	True-Up	Total 2023 PPFAC Rate
12 Months (POA)	\$0.007490	\$0.017012	\$0.024502
13 Months	\$0.007490	\$0.015703	\$0.023193
14 Months	\$0.007490	\$0.014582	\$0.022072
15 Months	\$0.007490	\$0.013610	\$0.021100
16 Months	\$0.007490	\$0.012759	\$0.020249
17 Months	\$0.007490	\$0.012008	\$0.019498
18 Months	\$0.007490	\$0.011341	\$0.018831
24 Months (Staff Estimate)	\$0.007490	\$0.008506	\$0.015996

PPFAC Total True-Up Collection Scenarios	2023-2024 Estimated Recovery of True Up Balance	Estimated Balance Shifted to 2024	
12 Months (POA)	\$148 million	\$0	
13 Months	\$137 million	\$11 million	
14 Months	\$127 million	\$21 million	
15 Months	\$118 million	\$30 million	
16 Months	\$111 million	\$37 million	
17 Months	\$104 million	\$44 million	
18 Months	\$99 million	\$49 million	
24 Months (Staff Estimate)	\$74.025 million	\$74.025 million	

Staff has reviewed the forecast and calculations provided by the Company and found them to be reasonable. Staff acknowledges the current circumstances regarding persistent wholesale power and natural gas volatility, price shocks and overall price increases regarding fuel inputs and wholesale purchased power, as well as the inflated costs across most consumer goods faced by ratepayers and the Company during recent years following the height of the COVID-19 pandemic.

Staff also developed scenarios in which the True Up component was differentiated between the summer and winter months. TEP's summer season runs from May through September and its winter season runs from October through April. The resulting rates leveled the impact of the overall PPFAC rate to customers such that the impact to an average residential bill during the summer months is equivalent to the impact to an average residential bill during the winter months. Staff developed the following summer and winter rates to provide the Commission with additional options for the recovery of TEP's under-collected balance. The breakdown of the summer and winter True Up rates across the various scenarios are included in the following table:

True Up Balance Recovery Scenario	Summer True Up Component Rate	Winter True Up Component Rate	Total Summer PPFAC Rate (Including TEP Proposed Fwd Component)	Total Winter PPFAC Rate (Including TEP Proposed Fwd Component)	Monthly Impact to Average Residential Bills
12-Month (POA)	\$0.0096264	\$0.0247379	\$0.0171164	\$0.0322279	\$12.07
13-Month	\$0.0087435	\$0.0230754	\$0.0162335	\$0.0305654	\$11.12
14-Month	\$0.0079401	\$0.0215641	\$0.0154301	\$0.0290541	\$10.26
15-Month	\$0.0072183	\$0.0202038	\$0.0147083	\$0.0276938	\$9.48
16-Month	\$0.0066564	\$0.0191459	\$0.0141464	\$0.0266359	\$8.87
17-Month	\$0.0060946	\$0.0180879	\$0.0135846	\$0.0255779	\$8.27
18-Month	\$0.0056932	\$0.0173322	\$0.0131832	\$0.0248222	\$7.84
24-Month	\$0.0036844	\$0.0135498	\$0.0111744	\$0.0210398	\$5.67

Staff believes that the option to recover over 12 months with summer and winter rates would best serve the public interest while allowing TEP to recover the PPFAC under-collections which have accrued in recent years. Staff's recommended PPFAC rate calculation is shown below:

PPFAC Rate Calculation	Current Rate (4/1/22)		posed Rate 1/23) Winter	Cha Summer	nge Winter
Forward Component Rate	\$0.00000	\$0.007490		\$0.007490	
True-up Component Rate	\$0.008137	\$0.0096264	\$0.0247379	\$0.0014894	\$0.0166009
PPFAC Rate	\$0.008137	\$0.0171164	\$0.0322279	\$0.0089794	\$0.0240909

Staff's proposed PPFAC rate would increase an average residential bill by \$12.07 per month beyond the impact for the current PPFAC rate of \$6.36, for a total impact of \$18.43. For the average residential customer, the proposed PPFAC rate would appear as a \$18.43 surcharge per month (1,077 kWh x \$0.0171164 per kWh during summer months) and (572 kWh x \$0.0322279 per kWh during winter months). These rates would mitigate the rate shock felt by customers during summer months.

Staff's proposed summer and winter PPFAC rates are designated to recover the entire estimated \$148 million under-collected balance over the 2023-2024 PPFAC rate implementation period. However, as previously stated, the proposed rates would not address the interest which would continue to accrue during the implementation period.

The PPFAC has a balancing account, which means any over- or under-collected balance has interest applied annually. Any over-collection or under-collection existing at the end of the PPFAC year will be credited/debited an amount based on the one-year Nominal Treasury Constant Maturities rate contained in the Federal Reserve Statistical Release H-15 on the first business day of the calendar year. The interest rate as of January 1, 2023, was 4.70 percent.

Staff recommends that TEP file in Docket Control a revised Statement of Charges consistent with the Decision in this case within 30 days of the effective date of the Decision.

BANA MARENE Elijah O. Abinah

Director

Utilities Division

EOA:RK:jn\SJE

ORIGINATOR: Ryan Kern

On this 18th day of April, 2023, the foregoing document was filed with Docket Control as a <u>Utilities Division Memorandum & Proposed Order</u>, and copies of the foregoing were mailed on behalf of the <u>Utilities Division</u> to the following who have not consented to email service. On this date or as soon as possible thereafter, the Commission's eDocket program will automatically email a link to the foregoing to the following who have consented to email service.

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By: Jackie Neese Executive Assistant

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1	BEFORE THE ARIZONA CO	RPORATION COMMISSION
2 3 4 5 6 7	JIM O'CONNOR Chairman LEA MÁRQUEZ PETERSON Commissioner ANNA TOVAR Commissioner KEVIN THOMPSON Commissioner NICK MYERS Commissioner IN THE MATTER OF THE APPLICATION	DOCKET NO. E-01933A-19-0028
8	OF TUCSON ELECTRIC POWER COMPANY FOR THE ESTABLISHMENT	DECISION NO.
9	OF JUST AND REASONABLE RATES AND CHARGES DESIGNED TO REALIZE A	<u>ORDER</u>
10	REASONABLE RATE OF RETURN ON THE FAIR VALUE OF THE PROPERTIES	REQUEST FOR APPROVAL OF TUCSON ELECTRIC POWER
11 12	OF TUCSON ELECTRIC POWER)	COMPANY'S PPFAC RATE ADJUSTMENT
13	COMPANY DEVOTED TO ITS OPERATIONS THROUGHOUT THE	ADJUSTMENT
14	STATE OF ARIZONA AND FOR RELATED (APPROVALS.	
15		
16	Open Meeting May 2, 2023 Phoenix, Arizona	
17	BY THE COMMISSION:	
18		OF FACT
19	<u>FINDINGS</u>	<u>OF FACT</u>
20	Background	
21	On January 31, 2023, Tucson Electr	ic Power Company ("TEP" or "Company") filed
22	its updated calculations and a request for authorizat	tion for a Purchased Power and Fuel Adjustment
23	Clause ("PPFAC") rate adjustment in accordance w	rith the PPFAC Plan of Administration ("POA").
24	The current PPFAC rate, approved in Decision No	. 78551, dated April 28, 2022, is \$0.008137 per
25	kilowatt-hour ("kWh"). The Company is proposin	ng to set the PPFAC rate at \$0.024502 per kWh
26	for the period of April 1, 2023, through March 31	, 2024. TEP's overall PPFAC bank balance is
27	currently estimated to reach about \$148 million in t	under-collections by March 31, 2023.
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- 2. The PPFAC rate is comprised of a Forward Component and a True-up Component. The Forward Component consists of the forecasted fuel and purchased power costs for the year in which a given PPFAC rate is in effect, usually commencing on April 1 and ending on March 31 of the following year, less the average base rate of \$0.029053 per kWh approved in Decision No. 77856. The True-up Component is a reconciliation of any over- or under-recovered amounts from the preceding PPFAC year to be credited to, or recovered from, customers in the following PPFAC year.
- 3. TEP's application explains that a number of external factors contributed to the magnitude of the Company's PPFAC costs which are sought to be recovered in the current application. The Company notes that continuing cost trends alongside challenges related to power procurement contributed to the roughly \$104 million projected in the Forward Component Tracking Account Balance as of March 31, 2023. TEP estimates that \$55 million of the Balance is attributable to setting the 2022-2023 PPFAC Forward Component rate to zero in Decision No. 78551.
- 4. The Company also identifies other factors that affected TEP's fuel and purchased power costs contributing to the \$148 million of under-collected costs. Those factors include:
 - Wholesale power and natural gas markets have both experienced average price increases of approximately 300 percent since 2019.
 - The prolonged drought within the Desert Southwest have led to historically low water levels in Lakes Powell and Mead, which jeopardizes the hydroelectric generation supported by both. The drought now threatens the availability of 1,300 MW of dispatchable hydro generation at Glen Canyon.
 - Delays in coal deliveries, which were faced by many utilities in the U.S. during the second half of 2022 due to rail labor issues, forced TEP to curtail operations of coalfired power plants and pay higher replacement power costs in order to conserve coal inventories to meet summer peak demand in 2023.
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development and construction of new generation projects that are needed for grid reliability.

The current bank balance will accrue interest at a rate of 4.7 percent which will add \$3.5 million to next year's PPFAC recovery based on current interest rates; however, this amount is subject to change depending on TEP's actual PPFAC recovery over the next 12 months.

Staff Analysis and Recommendations

5. As of March 31, 2022, TEP had approximately a \$108 million under-collected PPFAC balance. The True-up Component of \$0.008137 per kWh approved in Decision No. 78551 was intended to recover that under-collected balance over 18-months. In this application, TEP has approximately \$44.1 million in under-collections, combined with the estimated Forward Component costs of approximately \$104 million, from April 1, 2022, through March 31, 2023, which results in the current estimation of \$148 million for the total balance to be recovered during the April 1, 2023, through March 31, 2024, PPFAC Annual Rate period.

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Total Under-collection of PPFAC – Shifted Costs	\$148.05 million

6. Staff estimates that, depending upon the swiftness of the current balance's recovery associated with the scenarios presented in TEP's application, the True Up balance could incur more than \$4.5 million in interest should the recovery of the approximately \$148 million be prolonged.

2023 Purchased Power and Fuel Adjustment Clause Rate Calculation

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PPFAC Rate	\$0.008137	\$0.024502	\$0.016365

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8. According to TEP, the proposed PPFAC rate would increase an average residential bill by approximately \$13.11, or 10.8 percent, beyond the impact of the current PPFAC rate, which is approximately \$6.36, or 5.1 percent. The proposed \$13.11 per month bill impact represents recovery of the current under-collected balance over a 12-month period.

9. The Company provided Staff with six additional options for the True-up component to help mitigate the bill impact for its customers. These options would provide recovery of the current under-collected balance over 13, 14, 15, 16, 17 and 18 months. Staff also estimated the rates and bill impacts of an additional 24-month recovery scenario. It is important to note that the PPFAC rate and associated bill impact calculations would not address the additional interest that would continue to accrue. The bill impacts, in addition to the current PPFAC rate, PPFAC rate components, and total true-up collection scenarios for 12 through 24-month, including winter and summer rate scenarios, are summarized in the tables below:

True-Up Balance Recovery Period	Avg. Estimated Residential Monthly Bill Impact
12 Months (POA)	\$13.11
13 Months	\$12.07
14 Months	\$11.17
15 Months	\$10.39
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17 Months	\$9.11
18 Months	\$8.57
24 Months (Staff Estimate)	\$7.28

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24 Months (Staff Estimate)	\$0.007490	\$0.008506	\$0.015996

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PPFAC Total True-Up Collection Scenarios	2023-2024 Estimated Recovery of True Up Balance	Estimated Balance Shifted to 2024
12 Months (POA)	\$148 million	\$0
13 Months	\$137 million	\$11 million
14 Months	\$127 million	\$21 million
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16 Months	\$111 million	\$37 million
17 Months	\$104 million	\$44 million
18 Months	\$99 million	\$49 million
24 Months (Staff Estimate)	\$74.025 million	\$74.025 million

10. Staff has reviewed the forecast and calculations provided by the Company and found them to be reasonable. Staff acknowledges the current circumstances regarding persistent wholesale power and natural gas volatility, price shocks and overall price increases regarding fuel inputs and wholesale purchased power, as well as the inflated costs across most consumer goods faced by ratepayers and the Company during recent years following the height of the COVID-19 pandemic.

11. Staff also developed scenarios in which the True Up component was differentiated between the summer and winter months. TEP's summer season runs from May through September and its winter season runs from October through April. The resulting rates leveled the impact of the overall PPFAC rate to customers such that the impact to an average residential bill during the summer months is equivalent to the impact to an average residential bill during the winter months. Staff developed the following summer and winter rates to provide the Commission with additional options for the recovery of TEP's under-collected balance. The breakdown of the summer and winter True Up rates across the various scenarios are included in the following table:

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True Up Balance Recovery Scenario	Summer True Up Component Rate	Winter True Up Component Rate	Total Summer PPFAC Rate (Including TEP Proposed Fwd Component)	Total Winter PPFAC Rate (Including TEP Proposed Fwd Component)	Monthly Impact to Average Residential Bills
12-Month (POA)	\$0.0096264	\$0.0247379	\$0.0171164	\$0.0322279	\$12.07
13-Month	\$0.0087435	\$0.0230754	\$0.0162335	\$0.0305654	\$11.12
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16-Month	\$0.0066564	\$0.0191459	\$0.0141464	\$0.0266359	\$8.87
17-Month	\$0.0060946	\$0.0180879	\$0.0135846	\$0.0255779	\$8.27
18-Month	\$0.0056932	\$0.0173322	\$0.0131832	\$0.0248222	\$7.84
24-Month	\$0.0036844	\$0.0135498	\$0.0111744	\$0.0210398	\$5.67

12. Staff believes that the option to recover over 12 months with summer and winter rates would best serve the public interest while allowing TEP to recover the PPFAC under-collections which have accrued in recent years. Staff's recommended PPFAC rate calculation is shown below:

PPFAC Rate Calculation	Current Rate (4/1/22)		oosed Rate /23) Winter	Cha Summer	nge Winter
Forward Component Rate	\$0.00000	\$0.00)7490	\$0.00	
True-up Component Rate	\$0.008137	\$0.0096264	\$0.0247379	\$0.0014894	\$0.0166009
PPFAC Rate	\$0.008137	\$0.0171164	\$0.0322279	\$0.0089794	\$0.024090

- 13. Staff's proposed PPFAC rate would increase an average residential bill by \$12.07 per month beyond the impact for the current PPFAC rate of \$6.36, for a total impact of \$18.43. For the average residential customer, the proposed PPFAC rate would appear as a \$18.43 surcharge per month (1,077 kWh x \$0.0171164 per kWh during summer months) and (572 kWh x \$0.0322279 per kWh during winter months). These rates would mitigate the rate shock felt by customers during summer months.
- 14. Staff's proposed summer and winter PPFAC rates are designated to recover the entire estimated \$148 million under-collected balance over the 2023-2024 PPFAC rate implementation period. However, as previously stated, the proposed rates would not address the interest which would continue to accrue during the implementation period.

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15. The PPFAC has a balancing account, which means any over- or under-collected balance has interest applied annually. Any over-collection or under-collection existing at the end of the PPFAC year will be credited/debited an amount based on the one-year Nominal Treasury Constant Maturities rate contained in the Federal Reserve Statistical Release H-15 on the first business day of the calendar year. The interest rate as of January 1, 2023, was 4.70 percent.

16. Staff recommends that TEP file in Docket Control a revised Statement of Charges consistent with the Decision in this case within 30 days of the effective date of the Decision.

CONCLUSIONS OF LAW

- Tucson Electric Power Company is an Arizona public service corporation within the meaning of Article XV, Section 2, of the Arizona Constitution.
- The Commission has jurisdiction over Tucson Electric Power Company and the subject matter of the application.
- The Commission, having reviewed the application and Staff's Memorandum, concludes that it is in the public interest to reset the Purchased Power and Fuel Adjustment Clause rate as discussed herein.

ORDER

IT IS THEREFORE ORDERED that the change in the Purchased Power and Fuel Adjustment Clause rate to \$0.0171164 per kWh during the summer months May through September, and \$0.0322279 per kWh during the winter months October through April, is hereby approved.

IT IS FURTHER ORDERED that the new Purchased Power and Fuel Adjustment Clause rate shall go into effect the first billing cycle after the effective date of this Decision.

Decision No.

	Docket No. E-01933A-19-0028
1	IT IS FURTHER ORDERED that Tucson Electric Power Company file in Docket Control a
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3	date of the Decision.
4	IT IS FURTHER ORDERED that this Decision shall become effective immediately.
5	
6	BY THE ORDER OF THE ARIZONA CORPORATION COMMISSION
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8	CHAIRMAN O'CONNOR COMMISSIONER MÁRQUEZ PETERSON
9	CHAIRMAN O'CONNOR COMMISSIONER MÁRQUEZ PETERSON
10	
11	COMMISSIONER TOVAR COMMISSIONER THOMPSON COMMISSIONER MYERS
12	COMMISSIONER WITERS
13	IN WITNESS WHEREOF, I, DOUGLAS R. CLARK, Executive Director of the Arizona Corporation Commission,
14	have hereunto, set my hand and caused the official seal of this
15	Commission to be affixed at the Capitol, in the City of Phoenix, thisday of, 2023.
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18	DOUGLAS R. CLARK EXECUTIVE DIRECTOR
19	LAECOTIVE DIRECTOR
20	DISSENT:
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22	DISSENT:
23	EOA:RK:jn/SJE
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	Decision No
- 11	

1	Tucson Electric Power Compan	V	
	Docket No. E-01933A-19-0028		
2	Docket No. E-01955A-19-0028		
2			
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Decision No.

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